DOCUMENT RESUME

ED 069 321 LI 003 988

TITLE	The Ohio Long Range Program for Improvement of Library Services as Assisted by the Federal Library Services and Construction Act, 1972-1976.
INSTITUTION	Ohio State Library Board, Columbus.
PUB DATE	13 Jun 72
NOTE	39p.; (3 References)
EDRS PRICE	MF-$0.65 HC-$3.29
DESCRIPTORS	Evaluation; *Library Planning; *Library Programs; *Library Services; *Objectives; State Libraries; *State Programs
IDENTIFIERS	Library Services and Construction Act; LSCA; Ohio; *State Plans

ABSTRACT

A comprehensive five year program for the improvement of library services in Ohio is outlined in this document with particular reference to those programs which can be assisted by the federal Library Services and Construction Act (LSCA). The document has the following purposes: (1) to meet the requirements of the LSCA amendments of 1970; (2) to serve as a basic statement which summarizes and clarifies the objectives, policies, and programs undertaken for the improvement of library services; and (3) to serve as a guide to libraries and agencies which wish to participate in some way in the LSCA program. The program described is based upon the needs of users and potential users of libraries, and is primarily concerned with the maximum feasible access and effective use of library resources, but it is also concerned with the problems of existing types of libraries. (Other State Plans are: LI 003 985 through LI 003 987 and LI 003 989 through LI 003 993.) (Author/NH)

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ED 069321

THE OHIO LONG RANGE PROGRAM FOR IMPROVEMENT OF LIBRARY SERVICES AS ASSISTED BY THE FEDERAL LIBRARY SERVICES AND CONSTRUCTION ACT, 1972-1976

Adopted by
The State Library Board
June 13, 1972

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LI 003 988

INTRODUCTION

This document outlines a comprehensive five year program for the improvement of library services in Ohio, with particular reference to those programs which can be assisted by the federal Library Services and Construction Act (LSCA). This document has the following purposes:

1. To meet the requirements of public law 91-600, Library Services and Construction Act amendments of 1970.

2. To serve as a basic statement which summarizes and clarifies for the State Library Board, the State Library staff, Ohio libraries, agencies with an interest in library services, and the citizens of the State, the objectives, policies, and programs undertaken for the improvement of library services, particularly those which are assisted by the LSCA program.

3. To serve as a guide to libraries and agencies which wish to participate in some way in the LSCA program.

This document has been prepared by the State Library staff, with the advice and assistance of the Advisory Council on Federal Library Programs. It is based upon work done over the past five years in which librarians, trustees, and others participated in the preparation of the Ohio Library Development Plan and the several federal Library Services and Construction Act programs.

In the discharge of its responsibility for "a statewide program and development of coordination of library services" as outlined in Section 3375.01 of the Ohio Revised Code, the State Library Board has encouraged the widest feasible participation in planning and evaluation. The State Library Board and staff, and the Advisory Council on Federal Library Programs therefore have made primary use of the results of such effort as described by Robert H. Donahugh in "The Best Laid Plan: OLDP, ALSO, and JSHP" (American Libraries, November 1970, pp. 973-977), the annual Library Standards and Planning workshops at The Ohio State University, and the work of numerous committees and advisory panels, including the Ohio Library Association and other statewide groups.

The State Library Board's experience in recent years and the commitment Ohio libraries have to the Ohio Library Development Plan testify to the importance of planning. The board, staff, and Advisory Council on Federal Library Programs recognized the preparation of this document as a point in a continuous planning process. It is based on what has gone before; it is related to other planning developments; and it will be reviewed on a continuous basis and updated annually.

CONTEXT FOR LIBRARY PLANNING IN OHIO

Section 3375.01 of the Ohio Revised Code assigns to the State Library Board responsibility for "a statewide program of development and coordination of library services" and delineates specific responsibilities of the State Library Board and of the State Librarian. These include accepting, receiving, administering and expending of money and other resources from public and private sources, including the Federal Government, for "the improvement of public library services, interlibrary cooperation, or for other library purposes" and to "encourage and assist the efforts of libraries and local governments to develop mutual and cooperative solutions to library service problems and to recommend to the Governor and to the General Assembly such changes in the law as will strengthen and improve library services and operations." Section 3375.02 of the Ohio Revised Code defines the State Librarian's responsibilities, which include furnishing technical assistance, advice and assistance to libraries, State, local and regional agencies, planning groups, and other appropriate agencies and organizations. The responsibilities of the State Librarian also include carrying out continuing studies and analyses of library problems; the collection, compilation and publication of statistics and information on libraries; and assistance and cooperation with agencies "in carrying out programs involving library service."

The program described in this document is based upon the needs of users and potential users of libraries, and is primarily concerned with the maximum feasible access and effective use of library resources, but it must also be concerned with the problems of existing types of libraries.

Library resources and services may be regarded as a statewide system, but it must be recognized that Ohio libraries constitute a complex of individual autonomous systems and sub-systems. Examples of these are:

Public Libraries. The 252 public libraries, 288 branches, and 93 bookmobiles in Ohio have a total book collection of some 25,000,000 volumes. These range in size from the 3,254,999 in the Cleveland Public Library, one of the great research libraries in the nation, to the 5,000 books in the Zanesfield Public Library in Logan County. Each of these 252 public libraries is governed by a locally appointed board of public library trustees. Ohio's library laws give public library trustees broad authority to provide library services. The trustees determine the objectives and programs of the library systems for which they are responsible and have complete freedom in the selection of staff and determination of policy. Ohio's system of public library finance, which is unique among the states, tends to strengthen the position and responsibility of public library trustees inasmuch as it removes some of the fiscal constraints under which public library boards in other states must operate. The total public library expenditure in 1970 was $49,642,333.

College and University Libraries. The total book collection in college and university libraries in 1970 was 14,055,215. An additional 97,432 periodicals, 3,737,181 microform units, and 63,196 other serials are owned by these libraries. The total academic library operating expenditure (including that of privately supported institutions) was $24,196,755. Each of these libraries is part of

its parent institution. Each of the 12 publicly supported universities is governed by a board of trustees. The 1971 Directory of Ohio Libraries lists some 50 libraries in privately supported colleges, universities, and seminaries, each of which has its own structure for governance.

The nine member State Board of Regents is charged with the responsibility for the development of higher education in Ohio. The law requires the Board to formulate a master plan for higher education in Ohio and report annually to the Governor and the General Assembly. For State institutions of higher education it approves or disapproves the establishment of new branches or academic centers or technical institutes; approves new degrees and degree programs; assists in making the most effective use of existing facilities and personnel; and recommends programs which should be offered. It also presents recommendations for a State financed capital planning program for higher education, the establishment of new State institutions of higher education, and legislative appropriations for higher education.

While Ohio universities have a strong tradition of institutional autonomy, it is apparent that policy decisions on higher education and its financing, which inevitably affect libraries, are made at several levels.

School Library/Media Centers. Precise measurement of total school library resources is not readily available. In 1969 $9,304,472 was expended for school library books and materials (exclusive of films and filmstrips) and $14,740,396 was expended for personnel.(1) As in

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(1) Source: Auditor of State. Public Debt Statement: Ohio Public Schools, 1969. p. 71.

the case of universities, school libraries are a part of a system. The authority for Ohio's public school operation rests with the General Assembly. A 24 member elected State Board of Education has primary responsibility for statewide educational policy. The direction, administration and financing -- which are shared by the State and local government taxing units -- of the public schools is delegated to the 624 individual school districts in the State. These 624 boards of education are responsible for approximately 4,222 school buildings in the State, including 748 high schools, 264 junior high schools, and 3,210 elementary schools. An additional 139 high schools, a junior high school, and 676 elementary schools in Ohio are privately supported. (1)

While school library development has traditionally centered at the building level, recent developments in educational administration, consolidation of school districts, and the influence of federal funds made available under the Elementary and Secondary Education Act (ESEA) have resulted in the appointment of school library supervisors and increased development of centralized services.

Standards (2) established by the State Board of Education have an impact upon school libraries, and the standards established by the North Central Association of Colleges and Secondary Schools have a decided impact upon secondary school library services.

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(1) Source: State Department of Education, March 6 and April 20, 1972.

(2) Ohio Department of Education. Division of Elementary and Secondary Education, Minimum Standards for Ohio Elementary Schools. Revised 1970.
_____. Minimum Standards for Ohio Junior High Schools. 1968.
_____. Minimum Standards for Ohio High Schools. Revised 1968.

The appointment of a Supervisor of Libraries within the Division of Elementary and Secondary Education in the State Department of Education in 1970 provides a focus for attention to school library planning and development at the State level. The efforts of school librarians and some $29.4 million in ESEA Title II funds have helped many schools move library service from a "classroom corner" to a well-organized central library.

Institution Libraries. Libraries in Ohio's 52 state-supported institutions include those in mental hospitals, adult correctional facilities, juvenile correctional institutions, institutes for the mentally retarded, Schools for the Blind and for the Deaf, an orphanage, and the retired Soldiers' and Sailors' Home. These institutions serve a total population of nearly 40,000 people -- 13,000 under the care of the Division of Mental Hygiene, 9,000 in the Division of Mental Retardation, 9,000 in the Division of Correction, 2,000 in the Division of Psychiatric Criminology, 3,000 in the Ohio Youth Commission, and the remainder in the other institutions.

Some 229,000 volumes were reported by forty institutions in 1971. Magazine and newspaper subscriptions numbered 1,117. Audio-visual items number 3,104 among 16 institutions reporting such holdings. Non-salary expenditures for library material were just slightly over $50,000 in 1971. Many institutions in the Cleveland area have most of their library services provided by the Cleveland Public Library.

Thirty-six institutions are administered by the Department of Hygiene and Correction, twelve by the Ohio Youth Commission (OYC), two by the State Department of Education, and two are independent.

In individual institutions, responsibility for the library is assigned to any one of several organizational units. In mental hospitals, it is the responsibility of the Activity Therapy Department; in the OYC it is part of the Education Department, as is the case with the Schools for the Blind and for the Deaf and the one orphanage; in Corrections, the library is usually the responsibility of the Associate Superintendent for Treatment, though the Director of Education may be in charge.

While this description is limited to those institutions which are state-supported, it is recognized that there are in each county two or more residential institutions. Decisions on programs and resources for these institutions are made locally.

Special Libraries. There are some 157 special libraries in Ohio. These libraries include both tax and privately supported collections and information centers, such as those of Libbey-Owens-Ford, the Ohio Agricultural Research and Development Center, Cleveland Art Institute, Battelle Memorial Institute, The State Library of Ohio, The Rutherford B. Hayes Library, and such federal government libraries as the Federal Reserve Bank of Cleveland and U. S. Veterans Administration Center in Dayton. Collection and service policies are determined by the institution of which the library is a part.

Individual collections range in size from 150 volumes to 1.2 million volumes and several thousand microforms, and cover a wide range of subjects from aerospace and nuclear technology to ceramics and metallurgy.

Totals for special libraries reporting statistics in the 1971 Ohio Directory of Libraries include 1,942,711 volumes, 604,020 microforms and 39,104 serials.

USERS AND POTENTIAL USERS OF OHIO LIBRARIES -- AND THEIR NEEDS

The 10.6 million residents of Ohio have a variety of needs for library service. Within this population there are a large number of groups of users and potential users who use, or can use, Ohio libraries for information, education, research, cultural and recreational purposes. Aside from numbers of students or census figures for age groups or political units, it is difficult to assign a numerical count to these groups as users or potential users of library service. The numbers used below will not, if added, equal the total population of the State and, like patterns established by library users, the groups overlap. The overlap in part derives from the concept of "target groups," which relates to the need for a library or organization to identify specific groups of people before it can assess their needs or develop service programs to meet these needs. Each library can identify target groups within its service community. Statewide communities and target groups include:

2.7 million elementary and secondary school students

7,000 students in technical schools

375,000 college and university students

40,000 persons housed in state-supported corrections, mental hygiene, or other institutions.

Adults with specialized information needs related to professional, business or decision-making responsibility.

Individuals concerned with their own self-development, including those who need information for personal or vocational advancement and materials for constructive use of leisure time.

The disadvantaged. There are 1,145,000 Ohioans below the "poverty income" level according to the 1971 Statistical Abstract of the U.S. There are others who are disadvantaged as a result of poor educational background, ethnic or racial discrimination, or unemployment.

Some 110,000 physically handicapped persons (McCrossan *infra* estimated that by 1975 there would be approximately 118,511 handicapped persons eligible for specialized library services under LSCA).

The aged. The 1970 census reports 997,694 Ohioans 65 years of age or older. In 52 counties (all but two are rural) from 10% to 15% of the county population is over 65 years of age.

Some 2.6 million rural people whose access to library resources and services is limited. The 53 predominantly rural counties upon which they depend are for the most part severely limited in resources. Some of the smallest and most impoverished libraries of the State are in these counties.

It is recognized that within the total population of the State there is a significant number of persons of all ages who are not now library users and who probably will not become users within the next five years. Library efforts may well be directed toward improved service to users, identification of reasonable numbers of potential users from within a wide range of target groups, and services to both based upon needs.

There have been few Ohio studies of the needs of users and potential users. The needs of the user have on the whole been only a minor part of such significant surveys as Nelson Associates' Public Library Service in Lucas County, Ohio: An Evaluation with Recommendations, or Skellenger's Public Library Services in Portage County: An Analysis for Planning. Even the survey by McCrossan on Library Services for the Handicapped in Ohio and The Development of Franklin County Public Libraries by Yocum and Stocker, concentrated on identifying the non-user rather than specifically identifying his needs.

There has been no comprehensive survey of potential library program development or user needs in Ohio's institutions administered by the Department of Mental Hygiene and Correction, the Ohio Youth Commission or others. However, a review by the Institutions Consultant of the State Library of Ohio indicates that prior to the LSCA Title IV-A program library

service had low priority in the institutions programs. Where a "library" did in fact exist, the collection was almost totally comprised of others' castoffs, and the "librarian" generally lacked formal training, had little awareness of library programs, and did not enjoy prestige in the institution. Changes in the institutions and development of new rehabilitation and education programs are creating new opportunities and needs for library services.

Ohioans have serious needs for library services regardless of location or access to resources. Residents of rural areas place upon their libraries as wide a range of demands as do those residing in a metropolitan area. Residents of institutions expect educational and rehabilitative programs which will be more relevant to their lives and wage-earning capacity outside the institution. Educators, planners, and those concerned with such programs as Right to Read, and those concerned with voluntary and government efforts to tackle unemployment, consumer education, drug abuse, ecological and other community problems, invariably identify unmet information needs of staff and clientele in both urban and rural areas.

Changing concepts of education and expanded educational opportunities have affected elementary, secondary and college and university libraries and have created problems for users. Open admission programs in higher education, growth of community colleges and technical schools, and expansion of university branch campuses have had dramatic results. The Board of Regents' Annual Report for fiscal year 1971 notes that public institutions of higher learning expanded their enrollment in the decade of the 1960's by 200%. Private institutions experienced a 50% enrollment expansion in the same decade. An emphasis on individualized instruction and use of

multi-media resources requires students to turn to libraries in increasing numbers. Expansion of adult continuing education programs (including some on television) has generated new needs; "open university" proposals suggest even greater needs.

The preceding discussion identifies the following problems or needs of users -- many of them cutting across lines of locality, type of library, or special circumstances:

Specialists have difficulty in ascertaining what information is available, in what format, in what location, and how to obtain access to it.

Assurance is needed that the information or material provided is complete, accurate, and timely.

Access -- many adults with specialized information needs live in communities which lack specialized resources or access to them.

Access to specialized collections in such fields as law and medicine is often restricted.

Hobbyists and specialists develop an expertise beyond the range of those books and materials available locally.

Distance from a library outlet and inconvenient hours of service are barriers to library users.

Some people with unmet information needs have difficulty in using printed materials and conventional library services.

Many handicapped and aged readers unable to reach regular library facilities need extra services and specialized materials (home delivery, and large-print books, talking books, etc.)

Physical facilities for students engaged in serious independent study (such as carrels, quiet space and access to typewriters) are limited in some libraries.

Demands for assigned or reserve material often over-tax school and academic library facilities and require the student to go to other libraries which may not have what he needs.

Certain materials of adequate depth or specialization are not available at the academic library and other libraries must be searched.

Current teaching methods and learning styles emphasize independent study at increasingly lower grade levels placing the burden of locating resource materials on the individual student.

Units of study covered simultaneously by one or more classes of the same grade level cause heavy demand for material in the unit's subject area and it often becomes difficult to find material on this subject.

Heavy class schedules and extra-curricular activities can make it difficult for students to use the school library which is available limited hours.

Students who do not live near their school or college library often find it difficult to use resources because of commuting or school bus schedules.

Differing policies and practices in organization of library materials cause frustration on the part of some users and require additional orientation of users.

Large numbers of potential users are unaware of library resources and services.

PROBLEMS OF OHIO LIBRARIES

The last decade witnessed rapid technological, educational and social changes which have had impact on libraries. These changes and their implications for libraries may be broadly characterized as follows:

Changes in educational patterns, particularly the expansion of programs of higher education and adult continuing education, which have put a greater demand on libraries to meet student and specialist use.

The greatly increased volume of published materials (and variety of media forms) which has added substantially to the number of titles (and formats) a given library must purchase and process to meet the expectations of its users.

Advances in computer technology and automation which have changed information handling and transfer; these have both created problems for libraries and have provided opportunities for applying such developments to library operations to reduce costs and provide improved services.

Inflation, the expansion of government services and costs, and the competition for public funds, which have put libraries under increasing economic pressures.

New attitudes toward individualism and the relationship of people toward government, coupled with population growth and an increasing frustration with the complexity of public decision-making, which have produced counter forces in government decentralization and the need for better administrative and management techniques.

The problems created by these changes are many and Ohio libraries have experienced most of them. While the problems may vary to some extent with the type of library, there are certain problem areas which are common to all:

Finding ways to meet increased costs, and for establishing dependable bases for planning.

Defining and establishing new objectives made possible by a new library technology and required by a changing social, educational, economic, and governmental scene.

Providing meaningful measures of service, and securing accurate, complete, comparable, and up-to-date statistics.

Meeting the changing needs of readers, some of whom have unrealistic expectations, and others of whom have great difficulty in using conventional library materials and services.

Coping with the flood of published materials and information sources in other forms, finding ways to coordinate library resources among types of libraries more effectively, and ensuring a wider range and depth of resources.

Meeting the staggering inflation in cost of published materials (statistical example appears in Publisher's Weekly, February 7, 1972, p. 60).

Altering staffing patterns and work assignments to make more effective use of staff, both professional and para-professional.

Carrying on meaningful research into library problems in order to assess needs and potential for service.

Developing feasible methods to reduce costs of theft and mutilation.

Determining operating policies on the extent to which it is permissible to copy copyrighted materials for scholarly purposes, and proprietary interest in data banks.

Developing effective means of communication among librarians, and between librarians and other professional groups.

Integrating newer media forms with traditionally book and journal oriented collections and services.

Specific problems within these have developed for the several types of libraries, which may be summarized as follows:

Public Libraries. Uneven distribution of resources. 60% of the books, 72% of the library staff, and 73% of the tax income are in the libraries of only 9 counties. While $4.31 was the average per capita public library expenditure in 1970, only 12 counties reached or passed that level. 84% of all funds expended for public library services in 1970 was expended in those 12 counties. In the same year the per capita income of libraries was almost 12 times as much in the highest county ($8.11) as in the lowest (70¢).

Inadequate tax resources for support of public libraries. In only 9 counties was the per capita collection of intangibles tax $5.00 or more in 1970, at a time when American Library Association estimated that $7.00 was needed to provide the quality of service described in ALA minimum standards.

Availability of professional staff in rural areas: 20 counties have no professional librarians; there are only 62 professional librarians working in public libraries in the 53 predominantly rural counties.

Serving a wide range of clientele who vary greatly in age, type of interest, occupation, and level of education.

Extending effective service to outlying areas.

Stimulating maximum effective use of materials by potential users who have information problems but who are unaware of library resources and services.

Too much public library staff time is consumed by internal repetitive work, and increasing salary costs cut into book funds.

College and University Libraries. Coping with increased costs at the same time that financial support is leveling off or decreasing.

Providing in-depth resources for graduate programs and faculty research in new or previously neglected fields.

Supplying materials intensively used by a large enrollment of undergraduate students.

Providing adequate resources and services in the developing branch campuses and academic centers, including materials needed by increasing numbers of students who need remedial work.

Complying with or influencing accreditation standards which at the present time do not always adequately recognize or encourage cooperative arrangements for the sharing of resources.

School Library/Media Centers. Developing elementary school library/media centers and providing them with professional staff and with adequate supportive staff.

Applying and meeting school library standards.

Strengthening joint action between school and public libraries, particularly in meeting the needs of students after school hours.

Increasing awareness of the value and role of the library/media center on the part of school administrators and the general public.

Developing media resources adequate to meet the demands of students and teachers.

Evaluating, and selecting from, quantities and varieties of media available for purchase.

Institutional Libraries. Appallingly meager book and material resources upon which to build a program.

Lack of professional librarians in the institutions.

Relatively little identification with the library profession on the part of institutional librarians.

Convincing administrators of the value and role of the library within the institutions program.

Changing of public's attitude toward role of institutions and the programs they undertake.

Special Libraries. Maintenance of current and manageable collections in fields in which there is great proliferation of printed material.

Providing the bibliographic apparatus on which users can rely for rapid location and retrieval of materials.

Rapid obsolescence of materials in some fields.

Balancing between specialization and reliance on other libraries for general reference, background materials, and materials with infrequent use patterns.

Vulnerability to budget cuts in periods of corporate retrenchment.

The State Library. Inadequate State support of the State Library and its over-reliance on federal funds.

Limited staff resources, stemming in part from difficulties in recruiting well-qualified people within existing salary ranges.

Varying perceptions of the State Library and its functions, particularly in the area of state-local relationships and the inter-relationships of the several types of libraries.

Inadequate and ill-arranged space for efficient operation and for convenient use by State government research personnel.

Need for more specialized materials to provide information sought by government offices.

Securing adequate numbers and coverage of Ohio documents to comply with Sec. 149.11 R.C.

GOALS FOR LIBRARY DEVELOPMENT

Goals for library development outlined here are based upon the Ohio Library Development Plan (OLDP), developed in 1968 to "give new emphasis and direction to library development, so that the resources and services of libraries can adequately meet the mounting demands caused by Ohio's cultural, industrial, and economic growth," and upon re-examination of conditions and needs in 1972. The OLDP is "primarily concerned with organizing library resources in such a way that while preserving the independence of each library, the goal of equal access to enriched library resources can be achieved." Re-examination indicates that the basic thrust of the OLDP is sound and that measurable progress has been accomplished under it. These goals are developed from what may seem to be a paradoxical point of view: a view both from a wider base, and from a narrower base.

The view is wider in that these goals recognize a more significant role for academic, school, and special libraries and the need for coordinated development. It is narrower in that it, of necessity, deals specifically with aspects of the federal LSCA program. In any case, the goals were developed with specific recognition of: (1) the needs for improved library services; (2) the autonomous nature of library systems and sub-systems; (3) the commitment most libraries and their governing authorities have for improved services and inter-library cooperation; and (4) the small size of LSCA funds as compared with the State and local expenditure for libraries of the several types. These realities are summed up by the State Library Board's January 11, 1972 statement that

its "program and staff efforts should be concerned with practical aspects of interlibrary cooperation and with the ways in which libraries can bring their services to bear on the pressing social, economic, and educational problems of their communities." The goals therefore ultimately focus on service to individuals -- services given by the local public libraries, school libraries, academic libraries, or special libraries closest to the user. Recognizing the differing roles and the inter-dependence of these libraries, the goals are organized under three major headings: Improving State Library Capability; Developing Adequate Backstopping and Network Capabilities; and Improving Services in Local Libraries. Specific objectives for programs developed to achieve these goals are outlined in annual program statements.

Improving State Library Capability

Strengthening of resources and services of the State Library to assure (in addition to its role in providing information service to State government): (a) continued and improved consultant and backstopping services; (b) improved gathering and analysis of statistics for measurement and evaluation; (c) strengthening of the staff development program to assist Ohio libraries in improving management practices, planning, public relations, and service programs; (d) effective communication with all types of libraries, the Board of Regents, State Board of Education, and other agencies; and (e) increased visibility for libraries to enable them to work with other agencies in programs directed toward target groups of all types.

State Library cooperation with libraries, library schools, OLA, OASL, and other groups to increase awareness (through publications, institutes, and consultant work) of the importance of needs assessment and services

as a basic part of the Ohio Library Development Plan and of the significance of Standards 43-50 of the Standards for the Public Libraries of Ohio relating to service programs.

State library partnership with State institutions in the improvement of institutional library services in a program directly related to the rehabilitative, correctional, medical, or other purposes of the institution, and for the establishment of such institutional library services where they do not exist.

Maintenance of effective services from State Library field units until such time as ALSO's or other arrangements can ensure the provision of such services on a sound basis.

Developing Adequate Network and Backstopping Capabilities

Implementation of the Ohio Library Development Plan, including development of networks and Area Library Service Organizations. ALSO's should be funded with State funds, and LSCA funds should be used for advancing those parts of the OLDP which focus on responsibilities for assessing needs, developing appropriate service response, and inter-library planning and cooperation. The continued development of sound, viable multi-county cooperative library programs to prepare the way for effective ALSO's is a basic part of this program.

Further development of the on-going program of continuing education and training for all levels of staff, including assistance to library administrators in developing managerial competence, and opportunities for librarians and staff to keep abreast of development in services, philosophy and technology.

Effective mechanisms for and emphasis on planned collection development at the local, regional, and statewide levels.

Re-examination by State Library, Ohio Library Association, Ohio Library Trustees Association, Ohio Association of School Libraries, and others concerned of the role metropolitan public libraries, school, academic, and special libraries will play in the Ohio Library Development Plan.

Investigation and appropriate experimentation with improved cooperation between school, public and academic and special libraries leading to development of models for coordinated programs development in metropolitan areas.

Improved planning among types of libraries for sharing of all types of media.

Improving Services in Local Libraries

Development of understanding on the part of library trustees, librarians, and others concerned with library service for the responsibility to assess needs on a continuing basis and to develop appropriate service response. Special attention should be given to meeting user needs through cooperation with appropriate community agencies. Trustees and librarians should seek to meet needs, encourage effective use of materials, and develop, where appropriate, cooperative programs among types of libraries to give better service and to fully utilize their resources.

Development of a philosophy of service to target groups as a basic part of local public library responsibility, and trustee, administrative, and staff agreement on the priority which should be accorded implementation of such service.

Development of collections and services which meet at local level the every-day library needs of the citizen, the student, and the personnel of business and industry.

Development of well-planned projects in which local resources are combined with LSCA Title I grant funds and in which the applicant library (or libraries) reflects a strong commitment to such services as a part of its basic on-going program for service to target groups and for the elimination of inadequacies.

Increased attention to evaluation of services, operations, and costs, and to improved management. There should be built into any new service program assisted by LSCA or State funds provision for both internal and external evaluation and for dissemination of information on the operation, results, and costs of the project.

Establishment and maintenance of library services as an integral part of the over-all operation of State correctional, treatment, and rehabilitative institutions, and development of carefully planned model or demonstration institution libraries, with provision of strong programs that can demonstrate how library service can contribute to the institution program.

Development of sound library/media center programs within Ohio school districts, including provision of appropriate resources and services at the building level, and supervisory and support services at the district level, coordinated with library resources and services in the community and area.

Development of library resources and services adequate to meet the needs of faculty, students, and staff in Ohio institutions of higher education, including community and technical colleges, coordinated with other library resources.

POLICIES ON THE ADMINISTRATION OF LSCA FUNDS

The following policies, adopted by the State Library Board, will be observed in administration of the LSCA funds under this program.

1.0 General Policy Statements

1.1 Adequacy of Public Library Services

1.11 An area served by a library whose service does not meet the standards set forth in Standards for the Public Libraries of Ohio, approved June 2, 1972 ... by the Ohio Library Association (Columbus, Ohio Library Association, 1972) shall be considered as having "inadequate service".

1.2 Determination of Urban and Rural Areas with High Concentration of Low-Income Families

1.21 "Disadvantaged persons" means persons who have educational, socioeconomic, cultural, or other disadvantages that prevent them from receiving the benefits of library services designed for persons without such disadvantages and who for that reason require specially designed library services. The term includes persons whose needs for such special services result from poverty, neglect, delinquency, or cultural or linguistic isolation from the community at large, but does not include physically or other handicapped persons unless such persons also suffer from the disadvantages described in this paragraph.

1.211 Characteristics of disadvantaged persons may include the folowing:

...Persons with poor educational background
...Persons who are receiving less than poverty level incomes
...Persons from areas characterized by excessive unemployment
...Persons from areas characterized by excessive low income rates
...Members of ethnic minority groups which have been discriminated against
...Persons who have been isolated from cultural, educational and/or employment opportunities

...Persons who, due to a combination of environmental, cultural, and historical factors, lack motivation for taking advantage of available library services
...Persons who are dependent upon social services to meet their basic needs.

1.22 Areas of Ohio which shall be considered as qualifying under this program are:

1.221 Portions of counties with concentrations of persons with poverty level income or less. Poverty level shall be defined as those families composed of 2 or more persons with an income of $3,000 or less per year. Those counties where qualifying families equal 11% of the total number of families in that county, and/or the Standard Metropolitan Statistical Areas with a population of 100,000 or more, whichever has the greater density, shall be considered areas with concentrations of poverty level income. Such criteria is applicable in all 88 counties of Ohio.

This definition is based on the 1960 Census figures, PC (1) 37, Ohio, pages 217 and 223-4 and will be used until such time as the 1970 Census figures on family income are available for the State.

1.222 Federal "Model Cities Areas" as designated by the Department of Housing and Urban Development. As of April, 1972, these are:

Akron	Dayton
Cincinnati	Martins Ferry
Cleveland	Toledo
Columbus	Youngstown

1.223 The Appalachian Region of Ohio, as designated by the Appalachian Regional Development Act. This area consists of the following 29 counties:

Adams	Gallia	Jefferson	Perry
Athens	Guernsey	Lawrence	Pike
Belmont	Harrison	Meigs	Ross
Brown	Highland	Monroe	Scioto
Carroll	Hocking	Morgan	Tuscarawas
Clermont	Holmes	Muskingum	Vinton
Coshocton	Jackson	Noble	Washington

1.224 Other areas which can be identified and meet the "Characteristics of Disadvantaged" persons as set forth above and are designated by the State Library Board as the Program develops, shall qualify under this program.

1.3 Determination of Eligibility for Agency Participation

1.31 The following agencies will be eligible to participate in Title I programs:

1.311 Public Libraries which meet criteria in these policy statements.

1.312. Research and/or Information Centers, state and/or privately supported accredited colleges and universities, and non-profit organizations shall be eligible to contract with or receive grants from the State Library for conducting approved activities such as research, training, workshops, and other programs for the purpose of carrying out the objectives of Title I of the Act.

1.313 State institutions as defined in the Act which submit approvable applications based on such criteria as (a) analysis of library needs as related to the institutional program and population, (b) description of short and long range plans for the sound development of a library program within the institution, (c) plans for coordination and cooperation in library service between the institution and the department and other libraries, (d) provision for the services of professional librarian, and (e) need for assistance. Size of institutional population and average length of residence will be considered in determining priorities and establishing the amount of a grant under an application.

1.32 Application from eligible agencies shall be submitted on a form or in an outline provided by The State Library of Ohio. Applicants should clearly indicate in their applications how objectives of their projects reflect the key objectives of the Federal Act, The Ohio Long Range Program for the Improvement of Library Services..., and the State Annual Program Statement and in what ways they are of more than local significance. Decision on grants will be based on such factors as:

(a) Need, inadequacy of present service
(b) Importance of project to the area and its relation to the Ohio Library Development Plan
(c) Significance of project to State as a whole
(d) Evidence of clear objectives
(e) Careful planning of project to meet program objectives
(f) Clear plan of action and readiness to initiate project
(g) Local involvement and, in the case of services to target groups for which other agencies have a particular concern, evidence of inter-agency cooperation
(h) Sound budgeting

(i) Success of applicant in carrying out other Federal projects
(j) Relationship to other LSCA projects undertaken previously
(k) Potential replicability
(l) Relationship to other State and Federal programs, including Model Cities
(m) Evidence of local committment and maintenance of local fiscal effort
(n) Innovative and exemplary aspects
(o) Evidence of planning for appropriate staff training components
(p) Plans for internal and external evaluation and for dissemination of information on the project and its findings

1.4 Training Programs

1.41 The State Library of Ohio shall provide funds for salaries, tuition, and other necessary expenses for personnel of the State Library of Ohio and/or personnel participating or to participate in this program, in specialized educational or training programs, which shall include but not be limited to the following:

(a) Work toward completion of advanced degrees, through scholarship grants and/or work-study programs;

(b) Continuing education, including workshops, in-service training, and special programs.

1.42 Recipients of grants for work leading to advanced degrees shall be required to work a total of 2 years in the State Library of Ohio or in a library which is contributing to the furtherance of the objectives of this program. This 2 years of work shall be after completion of the degree requirements. Recipients shall sign an agreement of the terms and conditions of such grants, and under the agreement, shall repay grants when such terms and conditions are not met.

1.5 Administration, Planning, and Evaluation

1.51 Provisions of the Ohio Revised Code relating to the State Library Board and State Librarian, and State Library Board rules, regulations, and policies adopted in accordance with the Revised Code shall be observed.

1.52 The State Library Board will utilize a variety of sources of advice and assistance in planning and evaluation of its programs and services, including, but not limited to, the Advisory Council on Federal Library programs, the Title II Review Committee cited in Section 3.132 infra, and such other advisory panels as the Board may from time to time appoint.

1.53 Programs undertaken with the assistance of LSCA funds shall be planned and evaluated on a systematic basis.

1.531 Applicable procedures established both for internal management and for meeting the planning and fiscal requirements of State and Federal governments will be utilized in planning and evaluation.

1.532 A systematic application and review system shall be utilized.

1.533 Recipients of LSCA grants will be expected to provide information for purposes of evaluation, and to provide appropriate internal and/or external evaluation reports to the State Library.

1.54 Information about the LSCA program, including reports of planning and evaluation effort, will be published in NEWS FROM THE STATE LIBRARY and in such other forms and media as may be appropriate.

1.6 Coordination with Related Programs

1.61 In accordance with the goals established in the Ohio LSCA long range program statement, the State Library staff is charged with the responsibility for appropriate coordination of LSCA assisted programs with other library programs.

1.611 Agencies applying for LSCA grant funds shall provide information on their plans for appropriate coordination of resources, services, and planning.

1.612 Particular attention will be given to appropriate coordination with projects assisted by such Federal programs as ESEA Title II and HEA Title II. It is expected that the U. S. Office of Education will similarly coordinate its discretionary grant programs in Ohio with the State Library Board and the Ohio LSCA long range program.

2.0 Title I - Public Library Services

2.1 The purpose of this program statement is to provide a sound basis for the continuing extension and improvement of library services to people who are without adequate service, including programs of service to State institutions and to persons who are blind or physically handicapped (so as to be unable to read or use conventional printed materials.) In keeping with the provisions of the Federal Act (as amended by Public Law 91-600) and these policies, programs under Title I will emphasize these major purposes:

...the improvement of public library service and the elimination of inadequacies, with an emphasis on outreach to the disadvantaged, deprived, educationally handicapped, and those in minority groups.

...improvement of library service in State institutions.

...expanding and improving library programs to the blind and those unable to use conventional printed materials.

...strengthening metropolitan public libraries which serve as regional resource centers.

...strengthening the State Library and its backstopping, coordinating and development services.

2.2 The following policies will be followed:

2.21 Emphasis will be placed upon the improvement of the services and resources of The State Library of Ohio.

2.22 The State Library of Ohio will use funds to assist in the sound development of public library services and the elimination of inadequacies including those to persons who have educational, socioeconomic, cultural, or other disadvantages that prevent them from receiving the benefits of library services designed for persons with fewer disadvantages.

2.23 The State Library of Ohio will foster development of cooperative projects between and among libraries for the sharing of resources and improvment of library services.

2.24 The State Library of Ohio will effect coordination of library development programs and activities placing a priority on implementation of the Ohio Library Development Plan.

2.25 To maximize the effectiveness of Federal assistance funds, existing resources and services are to be integrated into Federal program planning wherever possible. To compensate for different problems and variations of situation from one type of library to another, or in different size libraries, flexibility of planning will be provided for.

2.26 Projects should be related to the possibilities for continued and long range financial support of programs. Approval may be dependent upon local ability and willingness to support the project, at least in part. In the case of projects in which LSCA grant support extends over a period of more than one or two years, project plans should include provisions for annual reductions of LSCA grant support during that period, and absorption of costs by the sponsoring library or libraries. LSCA grant support of locally administered projects should not extend over a period of more than five years.

2.27 Applications for projects involving two or more libraries or political subdivisions should show evidence of sound joint planning and commitment including a statement or resolution of future support from the governing bodies of each of the participating units.

2.28 The State Library of Ohio will assist State institutions in the improvement of institutional library services in a program directly related to the rehabilitative, correctional, medical, or other purposes of the institution, and for the establishment of such institutional library services where they do not exist. This program includes joint planning and action of the State Library, the Departments administering institutions, individual institutions, and advisory groups with delineated responsibilities.

2.281 The department administering institutions has basic responsibility for provision of library services in its institutions including planning, program development, and professional directions, supervision and evaluation of services.

2.282 Each institution is responsible for administering and operating library service in accordance with its own needs and overall program.

2.283 The State Library of Ohio will serve Departments and their institutions through (a) professional and technical assistance in planning and developing such services with other State and local library service programs, (b) in-service training programs, (c) provision of supplementary resources and reference service, and (d) studies of service programs, collection of statistics, and other interpretative work.

2.29 The State Library of Ohio will work with other libraries and agencies to extend to physically handicapped persons throughout Ohio the same full range and quality of library services as are provided to normal readers, using special methods and materials as needed. In carrying out this objective:

2.291 All public libraries and, where appropriate, other libraries including school and college libraries will be encouraged to develop the front lines of service to the visually and physically handicapped as well as to normal readers.

2.292 Local library services to the handicapped will be backstopped by a system of regional libraries within the State. Local responsibility for the financial support of library services to the handicapped will be encouraged and developed.

2.293 The State Library of Ohio will develop planning, coordinating, promotional, and consultant services to libraries, organizations, and public officials to assist in the development of these services.

3.0 Title II - Public Library Construction

3.1 Criteria priorities and procedures.

3.11 The library must give assurance that the facility is to be constructed to serve an area which is without a library facility necessary to provide adequate library services.

3.112 The library must give assurance that it can provide quality library service in the new facility.

3.1121 The services of the library must meet the minimum standards which are established for that type of library or library system or provide a plan for achieving these standards within a reasonable and stated period and give concrete evidence of participation with other libraries in cooperative programs. The current published standards of the American Library Association and the Ohio Library Association will be used.

3.1122 Libraries serving a population of less than 50,000 in their legal service area must meet the Interim Standards for Small Public Libraries (ALA, 1962.)

3.1123 The library building must be open a minimum of 40 hours per week including sufficient evening hours to meet community needs.

3.1124 A library which is without a professional librarian on its staff shall contract with the county extension library, a State Library Regional Center, or another library for professional supervision.

3.113 The library must show evidence of sound long-range planning for development of its services, resources, and building.

3.1131 The State Library of Ohio may require completion of a formal study and submission of a long range development plan on a county-wide or regional basis.

3.1132 Applications from libraries in counties in which there are more than one legally organized public library must present evidence of sound joint planning among these libraries for

(1) development and coordination of service and resources and
(2) development of library buildings, branches, and other service outlets.

3.114 The library must show evidence of financial support adequate to maintain a high quality of library service in the new building. When present operating funds are inadequate, the library must show the willingness to secure additional funds and describe its plans to do so, stating a five year timetable and goals for improving its financial support.

3.115 The State Library of Ohio may require the hiring of a library building consultant to assist in the development of the building program.

3.116 The proposed library building must meet appropriate ALA standards for: (a) shelving of the book collection, (b) seating space (c) staff and work room space (d) gross area; and (e) lighting.

3.1161 The building must be equipped with street level entrances and proper doors so that it is easily accessible to the physically handicapped.

3.1162 The architect engaged by the library shall be licensed by the State of Ohio to practice his profession in the State and shall be a member of the A.I.A.

3.1163 The library must have an insured title to the site of the proposed building or have a lease with a guarantee of library use of the facility for 25 years.

3.1164 Acquisition of Buildings

Purchase of existing buildings for conversion to library use will qualify for aid only where:

(a) the State Architect of Ohio, or a structural engineer or other competent authority designated by him, certifies that the existing building is structurally sound and is suitable for such enlargement.

(b) the existing building is of open construction so that a functional, flexible library area can be planned; and

(c) the finished building can meet all the criteria for a new library structure.

(d) there is ample evidence that for service and economic reasons such a conversion is more feasible than would be the construction of a new building.

3.1165 The enlargement of existing library buildings will qualify for aid only where: (a) the original building was designed in accordance with sound library building standards, and arrangements were made for its enlargement in the original plans; or (b) where the finished building will meet the criteria without major alterations to the older portion; and (c) the State Architect of Ohio, or a structural engineer or other competent authority designated by him, certifies that the existing library building is structurally sound and is suitable for such enlargement.

3.12 Allocations and priorities

3.121 The library must match federal funds on a ratio of 55% local funds to 45% LSCA funds, or as otherwise required below.

3.122 Maximum grants available under this program are as follows:

A. Headquarters of a System.....$500,000

B. Regional Branch in a System..... 500,000

C. Branch of a System..... 100,000

D. Unaffiliated Library..... 100,000

E. State Library..... 100% of funds available in the fiscal year.

3.123 Priorities. Each application shall be considered in the light of this State Plan and the funds available. The State Library of Ohio shall receive first priority on funds available.

3.13 Procedures for application and approval of projects. Applications must be submitted on forms provided by the State Library of Ohio.

3.131 Agencies eligible to apply for project grants shall include:

(a) State Library Board for assistance in the construction of a new state library facility.

(b) Legally organized public libraries which are eligible to participate in the proceeds of the classified property tax.

(c) When a taxing authority such as a municipality, county, township, village, school district, or other political subdivision has entered into an agreement with a county library, a county district public library, or a library which has been designated by the State Library Board as an extension center library under Sec. 3375.05 R.C., and when that agreement provides for the taxing authority to erect a building from which the library will provide library service; that taxing authority is eligible to apply jointly with the contracting library. In such a case the grant is made directly to the taxing authority.

3.132 The State Library Board will appoint a Review Committee of five (5) librarians and trustees to advise in the evaluation of applications. Members will serve for terms of five (5) years on a staggered basis. The Review Committee will meet at least twice a year.

3.133 Approval and disapproval of applications.

3.1331 Part I of the application form is submitted to the State Library of Ohio and is reviewed by State Library staff. After staff approval of Part I, the library submits Part II of the application.

3.1332 Part II will be reviewed by the State Library of Ohio staff before submission to the Review Committee.

3.1333 Review Committee approval or rejection of an application constitutes a recommendation to the State Librar Board.

3.1334 The recommendations of the Review Committee will be submitted to the State Library Board, which will take action upon each application.

3.134 Start of construction.
Construction contracts shall be entered into within twenty-four (24) months of approval of the project application by the State Library Board.

3.2 Hearings.
In order to assure all libraries will have a chance of a fair hearing, upon petition of a library whose application has been denied, the State Library Board will review the application and afford the applicant a hearing before the Board.

3.3 Wage rates.

Davis-Bacon Act and Contract Work Hours Standards Act.
All laborers and mechanics employed by contractors or sub-contractors on all contruction projects assisted under the Act shall be paid wages at rates not less than those prevailing on similar construction in the locality, as determined by the Secretary of Labor in accordance with the Davis-Bacon Act, as amended and shall receive overtime compensation in accordance with and subject to the provisions of the Contract Work Hours Standards Act.

3.4 Definitions.

3.41 Branch. An auxiliary library with separate quarters, a permanent basic collection of 20,000 or more books, a permanent staff, a regular schedule of service, serving a population of 10,000 or more persons and administered from a central headquarters. A branch building designed to serve 10,000 or more persons must have a minimum of 5,000 square feet of floor space exclusive of auditorium space.

3.42 Headquarters of a Public Library System. The Central library of a library service organization that includes two or more public library branches or bookmobiles in addition to the main library, with a collection of 100,000 or more volumes, maintained under a single governing body, with centralized administration responsible for the development of the total service program and for the expenditure of funds, serving a legal service area with a population of at least 50,000 or more persons. A library designated by the State Library Board as a county extension center library may qualify as a headquarters of a public library system.

3.43 Unaffiliated Library. A library with a basic book collection of 20,000 or more volumes, a program of services, a staff headed by a professional librarian and serving a population of 10,000 or more persons. A library serving legal service area with a population of less than 10,000 that has contractual relationships with a stronger library may be considered as meeting this definition. By applying Interim Standards for Small Public Libraries (ALA, 1962) a library designed to serve 10,000 or more persons must have at least 7,000 square feet of floor space.

3.44 "Legal Service Area." For the municipal, association, or township library, the community in which it is located; for the county district library, the service area as defined in its "Certificate of Taxing Authority" as filed with the County Commissioner; for the county library, the service area as defined in its charter; for the school district public library, the school district. For any library which has been designated as "extension center library," the legal service area includes that area recognized by the State Library Board in such designation. For any library which gives complete public library service under contract, the legal service area includes that area which contractual services are paid.

3.45 Regional Branch of a Public Library System. A major branch of a library system, designed to serve a population of 50,000 or more persons with a book collection of 100,000 or more volumes, and professional staff including specialists for information and advisory service to adults, young adults, and children, administered from a central headquarters.

3.46 Enlargement of Existing Library Buildings. A project in which the floor space of a library building is substantially increased through construction of an addition to the building. Normally such a project will entail remodeling and alteration of portions of the existing building, particularly as they relate to the new construction. Excluded from this definition is a project involving only interior architectural changes of an existing library building without construction of an addition.

4.0 Title III - Inter-Library Cooperation

4.1 Objective. The State Library of Ohio will use Title III funds for the systematic and effective coordination of the resources of school, public, academic, State, and special libraries and special information centers for improved services of a supplementary nature to the special clientele served by each type of library or center.

4.11 Policies. The following policies will be followed:

4.111 Programs for coordination of resources shall be developed to meet serious information needs.

4.112 Each library should be able to draw upon a network, system, or coordinated program to obtain materials for serious information needs, but participation in such programs should not impair the ability of any library to serve its own clientele.

4.113 A state-wide program shall develop viable links with libraries outside Ohio.

4.114 Electronic and other forms of rapid communication and delivery and use of facsimiles shall be incorporated in this program where feasible.

4.115 Costs of programs under Title III shall be equitably distributed among the participating agencies.

4.12 Activities. Activities may include, but shall not be limited to, improvement and coordination of present union catalog operations and further development of bibliographic center and referral services identification and linking of specialized information sources; strengthening of present programs of inter-library cooperation staff development programs aimed at facilitating inter-library planni and cooperation; and grants to cooperating libraries to develop special projects that come within the objectives, policies, and priorities as set forth in this Plan.

4.2 Criteria -- Participation.

4.21 Criteria, priorities, and methods of distribution.

4.211 Innovative and state-wide projects that offer potential for sound long-range development of coordination among school, public, academic, State, and special libraries and special information centers shall have first priority.

4.212 Projects which are limited to locale and in types of libraries shall have second priority.